

Message Text

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FOR KATZ FROM BILLER

E.O. 11652: N/A

TAGS: EAIR, MX, US

SUBJECT: CIVAIR: U.S.-MEXICO AVIATION NEGOTIATIONS

REF: MEXICO 19952

1. SUMMARY: IN DECIDING ON RESPONSE TO TODAY'S EARLIER CABLE ON U.S.-MEXICO AVIATION NEGOTIATIONS, DEPT. SHOULD BE AWARE THAT DESPITE OF THE SUBSTANTIAL AND SIGNIFICANT ADVANTAGES IN THE NEW ROUTE PACKAGE, WE WOULD BE VULNERABLE TO ATTACKS BY CRITICS FOR HAVING REPEATED SOME OF THE ERRORS OF THE BERMUDA II NEGOTIATIONS NOT ONLY WITH REGARD TO CHARTERS, BUT WITH REGARD TO SCHEDULED SERVICES AS WELL. END SUMMARY.

2. I AM FIRMLY CONVINCED THAT MEXICAN PACKAGE THAT IS AVAILABLE TO US HAS ALL OF THE ADVANTAGES FOR PASSENGERS AND SHIPPERS THAT ARE DESCRIBED IN REFTEL. IT WOULD BE SO GREAT A DEGREE OF PROGRESS OVER CURRENT ROUTE SITUATION THAT IT WOULD BE A REAL LOSS TO NOT TAKE ADVANTAGE OF IT. MY STRONG PERSONAL RECOMMENDATION IS THAT WE DO TAKE
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ADVANTAGE OF IT, PARTICULARLY BECAUSE CHARTER OPERATIONS ARE NOT A REAL ISSUE IN U.S.-MEXICAN AVIATION RELATIONS AND ARE UNLIKELY TO BECOME ONE WITHIN THE 4 TO 5 YEAR PROBABLE LIFE OF THIS AGREEMENT. FOR THE LONGER RUN, THEY MIGHT BE.

3. THE ADVANTAGES OF THE NEW ROUTE PACKAGE, HOWEVER, ARE

EVIDENT ONLY IN RELATION TO THE U.S.-MEXICAN ROUTE SITUATION THAT CURRENTLY EXISTS. IF THE PACKAGE IS VIEWED IN RELATION TO OUR ULTIMATE AVIATION GOALS, IT CONTAINS A NUMBER OF SHORTCOMINGS. THE CURRENT AGREEMENT, FOR EXAMPLE, IS REplete WITH MANDATORY STOPS, ROUTE DESCRIPTIONS DESIGNED TO AVOID DOUBLE DESIGNATIONS, AND OTHER OPERATIONAL CONSTRAINTS WHICH ARE INCONSISTENT WITH U.S. POLICY. THE NEW PACKAGE GREATLY REDUCES THESE CONSTRAINTS, BUT IT DOES NOT TOTALLY ELIMINATE THEM. IF, AS I STRONGLY RECOMMEND, WE SIGN THE AGREEMENT OUTLINED IN REFTEL, WE SHOULD BE PREPARED FOR ATTACKS WHICH WILL ARGUE THAT WE NOT ONLY AGAIN HAVE LEFT CHARTERS WITHOUT THE ABSOLUTE GUARANTEE THAT THEY SEEK, BUT WE HAVE ACCEDED TO AN AGREEMENT WHICH CONTAINS A VARIETY OF DEROGATIONS FROM THE OPEN MARKET POLICY WE ADVOCATE FOR SCHEDULED SERVICES. SOME OF THESE ATTACKS MIGHT EVEN COME FROM ONE OR MORE OF THE SCHEDULED AIRLINES WHICH NOW ARE PRESSING SO HARD FOR SIGNATURE OF THE AGREEMENT, FOR WHILE ALL WILL BENEFIT SUBSTANTIALLY, SOME WILL BENEFIT LESS THAN OTHERS AND LESS THAN THEY WOULD LIKE TO.

4. WITH REGARD TO CHARTER NEGOTIATIONS WITH THE U.K., OTHER EUROPEANS, AND JAPANESE, U.S. AVIATION POLICY HAS FOR MANY YEARS EXPLICITLY RECOGNIZED MEXICO AS UNIQUE. OUR POLICY STATEMENTS DESCRIBE MEXICO AS AN EXTENSION OF THE U.S. DOMESTIC AVIATION MARKET. WE SHOULD HAVE LITTLE DIFFICULTY IN DISTINGUISHING HOW WE TREAT MEXICO FROM LIMITED OFFICIAL USE

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HOW WE TREAT OTHER COUNTRIES.

5. WITH A WELL PLANNED EFFORT NEXT WEEK TO EXPLAIN TO CONGRESS AND OTHERS WHAT WE HAVE GAINED IN THE NEW MEXICAN AGREEMENT AND WHY IT IS A GOOD AGREEMENT FOR ALL U.S. INTERESTS, WE SHOULD BE ABLE TO DEFUSE MUCH OF THE POTENTIAL CRITICISM. I DO NOT BELIEVE THAT WE SHOULD FOREGO AN ADVANTAGEOUS AGREEMENT BECAUSE SOME USG OFFICIALS VE BACKED THEMSELVES INTO A CORNER BY PUBLICLY ADVOCATING CHARTER AGREEMENTS IN ALL CASES, EVEN IN THOSE WHERE THEY CLEARLY ARE NEITHER NECESSARY OR DESIRABLE. NOR DO I BELIEVE THAT WE SHOULD FOREGO AN ADVANTAGEOUS AGREEMENT BECAUSE OF CONCERN OVER THE CRITICISM IT WILL BRING. LUCEY

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